

## Message Text

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ACTION IO-13

INFO OCT-01 AF-08 EUR-12 ISO-00 CIAE-00 CU-02 INR-07

NSAE-00 USIA-06 AGR-05 AID-05 EB-07 COME-00 TRSE-00

FEA-01 ACDA-07 L-03 NSC-05 NRC-05 OES-06 DODE-00

CAB-02 DOTE-00 FAA-00 ERDA-05 DIWY-01 /101 W

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P R 260744Z APR 76  
FM AMEMBASSY MBABANE  
TO SECSTATE WASHDC PRIORITY 9502  
INFO AMEMBASSY MASERU  
AMEMBASSY GABORONE  
AMEMBASSY MONTREAL  
AMEMBASSY PARIS  
AMEMBASSY ROME  
AMEMBASSY VIENNA  
USMISSION GENEVA  
USMISSION USUN NEW YORK

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PARIS FOR UNESCO, ROME FOR FODAG, VIENNA FOR IAFA AND  
UNIDO, MONTREAL FOR ICAO

E.O. 11652: N/A  
TAGS: EAID, ECRP, UNDP  
SUBJECT: CERP 0008: EVALUATION OF UN ASSISTANCE PROGRAMS

REFS: A. STATE 72386  
B. MBABANE 535  
C. MBABANE 300  
D. MBABANE 646 (1975)  
E. STATE 90918

1. FOLLOWING IS EMBASSY/OSARAC ASSESSMENT KEYED TO TOPICS  
SPECIFIED REF A, PARA 4.

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A. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM: COMMENTS IN REF D, PARA 2, CONTINUE TO APPLY. SINCE ARRIVAL OF NEW UNDP RESREP IN SEPTEMBER 75, NATURE AND EXTENT OF COORDINATION WITHIN UN SYSTEM HAVE NOT CHANGED APPRECIABLY. UNDP RESREP REPRESENTS ALL UN EXECUTING AGENCIES AND SERVES IN THIS CAPACITY AS CONTACT POINT WITH GOS OFFICIALS. HE CANNOT, HOWEVER, ACT ON BEHALF OF SPECIALIZED AGENCIES WITHOUT THEIR AUTHORITY UNLESS UNDP FUNDING SUPPORTS SPECIFIC PROJECTS. AT PRESENT, SPECIALIZED AGENCY REPS, SUCH AS FAO CHIEF, ARE IN UNDP OFFICE, NOT IN GOS MINISTRIES. IN SWAZILAND SETTING, SEE NO PARTICULAR MERIT IN ATTACHING REPS OF SPECIALIZED AGENCIES TO HOST MINISTRIES UNLESS THEY FUNCTION PRIMARILY IN TECHNICAL ASSISTANCE CAPACITY, SINCE THIS ARRANGEMENT COULD CREATE AMBIGUITY REGARDING LEADERSHIP OF UNDP ACTIVITIES.

PRESENT UNDP RESREP APPEARED TO GET OFF TO A GOOD START, BUT HIS RELATIONSHIP WITH GOS OFFICIALS HAS BEEN ADVERSELY AFFECTED BY UNDP FINANCIAL CRISIS WHICH HAS HIT SWAZILAND PROGRAM VERY HARD (SEE BELOW). THIS CRISIS APPARENTLY CAUGHT RESREP COMPLETELY BY SURPRISE, AND HE DECLINED TO MAKE RECOMMENDATIONS ABOUT WHICH PROGRAMS SHOULD BE ELIMINATED, LEAVING THE HARD DECISIONS TO GOS. UNDP/SWAZILAND HAS TAKEN SOME INITIATIVES TO MINIMIZE PROGRAM CONSEQUENCES OF CRISIS BUT DOUBT REMAINS AS TO VIGOR WITH WHICH ALTERNATIVES ARE BEING PUSHED. SINCE PRESENT RESREP'S LAST ASSIGNMENT WAS UNDP HEADQUARTERS IN NEW YORK, WE ASSUME HE HAS GOOD RELATIONS THERE. UNDP AND IBRD UNDERTAKINGS APPEAR TO BE REASONABLY WELL COORDINATED AND COMPLEMENTARY.

B. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE: LAST YEAR'S COMMENTS REF D, PARA 3, ARE STILL APPLICABLE. NEW RESREP APPEARED ON ARRIVAL TO BE MORE INTERESTED IN ENCOURAGING COORDINATION THAN HIS PREDECESSOR BUT HAS BEEN COMPLETELY ABSORBED DURING PAST FEW MONTHS IN COPING WITH UNDP FINANCIAL CRISIS. WE BELIEVE UNDP COULD AND SHOULD TAKE STRONGER INITIATIVE IN FURTHERANCE OF COORDINATION AMONG DONORS AND ENCOURAGING MORE AGGRESSIVE COORDINATING EFFORT BY GOS.

C. FINANCIAL RESTRAINTS: FUNDING CRISIS HAS HAD HEAVY LIMITED OFFICIAL USE

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IMPACT ON UNDP AND WITH FURTHER PERSONNEL CUTS ANTICIPATED, ULTIMATE EFFECT LIKELY TO BE DEVASTATING, AT LEAST UNTIL MAJOR PROGRAM ADJUSTMENTS HAVE BEEN MADE (SEE REFS B AND C). BRIEFLY, UNDP/SWAZILAND BUDGET FOR 1976 WAS CUT BY MORE THAN HALF, WHILE IPF FOR 1977 TO 1981 HAS BEEN TRIMMED BY ABOUT 25 PERCENT. THESE CUTS HAVE RESULTED IN (1) ELIMINATION OF ALL NEW RECRUITMENT AND TRAINING, (2) TERMINATION OF 19 OF 44 EXISTING POSITIONS BY JUNE 30 AND (3) ADDITIONAL CUT OF 15

POSITIONS EXPECTED BY YEAR'S END. THIS CUT HAS HAD DISRUPTIVE AS IN PAST, UNDP PLANS COMPLETE ANNUAL REVIEW ALONG LINES DESCRIBED REF D, PARA 5.

E. PROJECT EVALUATION AND IMPLEMENTATION: UNDP/SWAZI-LAND CONTINUES TO FIND TRIPARTITE REVIEW SYSTEM TIME CONSUMING BUT HIGHLY SATISFACTORY PROCEDURE FOR MONITORING AND EVALUATION. SMALLER PROJECTS AND ACTIVITIES ARE EVALUATED INTERNALLY IN LESS ELABORATE MANNER. UNDP CLAIMS THAT TRIPARTITE SYSTEM DOES RESULT IN PROJECT MODIFICATION; HOWEVER, EMBASSY/OSARAC UNAWARE OF ANY MARGINAL PROJECTS ACTUALLY ELIMINATED SUBSEQUENT TO REVIEW. FINANCIAL CRUNCH IS RESULTING IN MAJOR BUT INDISCRIMINATE PROGRAM REDUCTIONS AS REPORTED ABOVE. EMBASSY/OSARAC DOES NOT MONITOR RESULTS TRIPARTITE AND CP REVIEWS. COMMENTS REF D, PARA 7, APPLY, EXCEPT THOSE RE HOUSING.

F. APPRAISAL OF PROPOSED PROJECTS: EMBASSY /OSARAC NOT PRESENTLY STAFFED TO A POINT WHERE IT CAN UNDERTAKE A FORMAL UNDP PROJECT PROPOSAL REVIEW PROCEDURE.

G. WOMEN IN DEVELOPMENT: AS REPORTED LAST YEAR, UN ASSISTANCE PROGRAM INCLUDES SEVERAL PROJECTS WHICH FOCUS SIGNIFICANTLY ON EQUITY CONCERNS AND PARTICIPATION OF WOMEN IN THE DEVELOPMENT PROCESS. A LARGE PROJECT FOR COTTAGE INDUSTRY DEVELOPMENT INVOLVED A CONSIDERABLE NUMBER OF FEMALE SMALL ENTREPRENEURS, AND IS CONSIDERED HIGHLY CONSEQUENCES NOT ONLY ON MORALE AND DAILY LIVES OF UNDP PERSONNEL, BUT ALSO ON ALMOST ALL PROGRAMS BECAUSE REDUCTION IN PERSONNEL WAS BASED ON LENGTH OF SERVICE IN SWAZILAND WITH LITTLE OR NO ATTENTION TO PROJECT OR PROGRAM IMPLICATIONS. IN SOME PROJECTS, UNDP PERSONNEL REDUCED BY MORE THAN 50 PERCENT WITH NO APPARENT RECOGNITION OF CRIPPLING IMPLICATIONS FOR

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PROJECTS. ADDITIONAL FUNDS TO BE MADE AVAILABLE TO SWAZILAND (REF E) WILL HELP BUT WILL OBVIOUSLY NOT SOLVE THE PROBLEM. SHOULD BE NOTED THAT FINANCIAL CRISIS HAS NOT AFFECTED UNDP ADMINISTRATIVE POSITIONS OR 58 POSITIONS FINANCED BY NORAD/SIDA FUNDS-IN-TRUST, SPECIALIZED AGENCIES OR COUNTRIES SUPPLYING "ASSOCIATE EXPERTS." DECISION TO ELIMINATE ALL NEW UNDP TRAINING OF SWAZIS, LITTLE THOUGH THAT MIGHT HAVE BEEN, ALSO CONSIDERED MOST UNFORTUNATE.

AS FOR IMPACT OF FINANCIAL RESTRAINTS ON SECOND FIVE YEAR CYCLE AND COUNTRY PROGRAMMING, UNDP DEPUTY RESREP REPORTS THAT CP ORIGINALLY DUE 1/77 HAS BEEN POSTPONED TO 1978 WITH NO QUESTION OF NEW PROGRAMMING NOW. PER REF B, BUDGET DIFFICULTIES WILL CLEARLY CONTINUE THROUGH CY 1977.

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D. COUNTRY PROGRAMMING: PARA C ABOVE NOTES HIATUS ON NEW PROGRAM DEVELOPMENT. UNDP EXPECTS REVIEW OF EXISTING ACTIVITIES TO RESUME ONCE PRESENT DISRUPTION EASES. SUCCESSFUL. ASSISTANCE PROVIDED MINAG AND UBLs IN HOME ECONOMICS/NUTRITION INCLUDES TECHNICAL SERVICES OF FOUR WOMEN ADVISORS AND APPEARS QUITE PRODUCTIVE IN EFFORTS TO CREATE HOME ECON/NUTRITION UNIT IN MOA, INCLUDING INNOVATIVE IN-SERVICE TRAINING TO DIPLOMA LEVEL THROUGH UP-GRADED UBLs HOME CON DEPT. STANDARD WFP FEEDING PROGRAMS AND WHO/UNFPA

SUPPORT FOR NURSE TRAINING AND MCH/FP EDUCATION ARE OTHER CURRENT WOMEN-ORIENTED PROJECTS.

THE WOMEN IN DEVELOPMENT PROJECT HAS BEEN A SLOW STARTER BUT NOW REPORTEDLY MOVING FORWARD. TWO FEMALE ASSOCIATE EXPERTS PRESENTLY IN COUNTRY WITH THIS PROJECT AND FOUR ADDITIONAL FOREIGN STAFF SCHEDULED TO JOIN TEAM. UNDP DEPUTY RESREP REPORTS HOST GOVERNMENT INTEREST THIS PROJECT QUITE HIGH. EMBASSY/OSARAC IMPRESSION IS THAT PROJECT LACKS SUBSTANTIVE FOCUS AND MAY TEND TO DRIFT. FOR THIS REASON AND IN TERMS OF POTENTIAL IMPACT AS PILOT PROJECT, CAREFUL UNDP/GOS MONITORING IMPORTANT.

IN GENERAL, IT DIFFICULT TO COMMENT REGARDING IMPACT UN ACTIVITIES INVOLVING WOMEN'S INTERESTS EITHER DUE BRIEF LOCAL HISTORY THESE EFFORTS OR, IN CASE OF OLDER PROJECTS, LACK OF SYSTEMATIC EXAMINATION OF RESULTS IN TERMS OF EQUITY AND PARTICIPATION.

FYI, UNDP DEPUTY RESREP, A WOMAN, STATES THAT INFLUENCE OF WOMEN WITHIN RANKS OF UN PERMANENT STAFF HAS INCREASED GREATLY IN RECENT YEARS. END FYI.

2. POINTS FOR FOLLOW-UP WITH UNDP AND EXECUTING AGENCIES:

A. BELIEVE IT ESSENTIAL THAT UNDP RECOGNIZE EXTENT TO WHICH, AT LEAST IN SWAZILAND, BUDGET CRISIS WAS HANDLED IN EXTREMELY HAPHAZARD MANNER WITH RESULTING NEGATIVE PROJECT/PROGRAM CONSEQUENCES, MANY OF WHICH MIGHT HAVE BEEN AVOIDED WITH BETTER CRISIS MANAGEMENT. IMPACT OF CRISIS ITSELF COULD HAVE BEEN GREATLY DIMINISHED LIMITED OFFICIAL USE

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HAD UNDP COMBINED BETTER PROGRAM PLANNING/BUDGETING WITH MORE FORESIGHT.

B. CONTINUING EMBASSY/OSARAC CONCERN WITH LACK OF UNDP ATTENTION TO TRAINING OF LOCALS. LOCAL DECISION TO TERMINATE ALL FUNDING PLANS FOR NEW TRAINING IS ALMOST AS DISCOURAGING AS FACT THAT VERY LITTLE WAS PLANNED ANYWAY.

C. UNDP SHOULD BE URGED TO FOSTER INFORMAL MECHANISMS FOR COORDINATION IN SETTINGS WHERE HOST GOVERNMENT DOES NOT APPEAR PARTICULARLY CONCERNED ABOUT FORMAL ARRANGEMENTS. IMPORTANCE OF CONTINUING TO PRESS FOR MORE VIGOROUS AND EFFECTIVE HOST GOVERNMENT ROLE SHOULD BE EMPHASIZED.

DECONTROL 12/31/76.

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## Message Attributes

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